

SCHOOL LIFE

OFFICIAL JOURNAL OF THE ★ ★ ★ ★ ★ ★ ★ ★
OFFICE OF EDUCATION

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January 1958

School Building "Frills"

MUCH has been said recently about school building frills and gold-plated school palaces. What are these so-called frills?

Throughout architectural history design has attempted to follow function. So it is with our school buildings today. A frill in a school building is something not needed to implement the educational program. Are adequate and well-equipped science laboratories frills? Are counseling rooms for the guidance of today's youth frills? Are facilities for serving hot lunches for the health and well-being of young Americans frills? Is a gymnasium for body building and coordination a frill? Are facilities for self-expression through art and music frills? Are facilities for community forums frills?

These things are not frills. They are the tools we need for shaping an educational program fundamental to the American way of life and our leadership role in this modern age.

With rare exceptions our recently constructed school buildings have been stripped to the bare necessities. Frills of bygone days have been eliminated. Gone are the basements and attics, the towers and belfries, the decorative columns

and arches, and the expensive and difficult-to-maintain filigree that ornamented our school buildings of a generation ago.

There are a few communities in the country fortunate enough to afford school facilities beyond the minimum. Certainly we would not deny them the right to spend their money for housing their children in a manner they consider satisfactory for their needs. It is unfortunate, however, that these rare exceptions have been publicized as the common practice in school design.

School officials and architects are conscientiously searching for ways to stretch the school building dollar and at the same time to provide safe and sound school facilities for housing the educational programs and community services necessary to meet the demands of today's world. Evidence of their effort is clear in the fact that during the past 20 years, while the cost of building materials and labor has increased 200 or more percent, the cost of a classroom and related facilities has increased only 150 percent. While our planners have concentrated on utility *with* economy, they have also given us beauty: clean lines and uncluttered surfaces make today's schools a pleasure to see.

Lawrence G. Derthick

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Highlights from the Office of Education's 1957 Calendar

January

STATES started sending to the Office of Education their plans on how, with Federal aid under the Library Services Act, they would bring books and better library service to 80 million rural Americans.

WITH 83 projects recommended for approval, the cooperative educational research program of the Office began its second half year.

FIVE national organizations and the Office inaugurated a project to establish nationwide standards for reporting and recording information about school buildings, sites, and equipment.

February

THE Office announced its first national survey of beginning teachers.

March

BY the end of the month, 32 States had submitted plans under the Library Services Act . . . and 21 States had received payments.

April

NATIONAL Stay-in-School campaign was launched by the Departments of Defense, Labor, and Health, Education, and Welfare.

OFFICE-SPONSORED Workshop brought State supervisors of public school guidance service together to determine basic needs and define terms.

BIG-CITY supervisors of elementary schools spent a week in sessions with Office staff to reevaluate goals and ways to reach them.

May

McCALL'S Magazine's Teacher of the Year, chosen with the cooperation of the Office of Education, was hon-

ored at the White House in the name of all American teachers.

VOCATIONAL educators participated in a week-long conference in the Office to develop ways of promoting training programs to increase the supply of technicians needed by industry and the professions.

RESPONSIBILITY for the education of migrant children was clarified at two Office-sponsored conferences in the path of migrant streams.

THE need to refashion foreign language programs in our high schools brought school administrators to a national meeting called by the Office.

June

CONGRESS approved an appropriation of \$2.3 million to the Office of Education for cooperative research during fiscal year 1958.

July

AD HOC committee of outstanding educators and statisticians was organized to review certain aspects of the statistical program of the Office of Education.

THE United States participated in the 20th International Conference on Public Education at Geneva, Switzerland; sent an exhibit on school building design in the United States.

COMMISSIONER Derthick announced allocation of \$1.3 million to construct elementary and secondary schools for children whose parents will be employed in the construction and operation of the Glen Canyon reclamation dam, Flagstaff, Ariz.

PRESIDENT'S Committee on Education Beyond the High School submitted its final recommendations to the President.

August

SECRETARY Folsom appointed a Departmental Task Force on Higher Education, with Commissioner Derthick as chairman, to follow up the work of the President's Committee on Education Beyond the High School.

September

OVER 300 educators from 53 countries reported to the Office for orientation, lectures, and group discussions before assignment to 11 American colleges and universities under the teacher-education program sponsored by the International Cooperation Administration and the Office.

October

ABOUT 30 distributive education specialists from State departments of education and universities met in the Office of Education to prepare a guide for distributive education in the coming year.

November

FEDERAL funds allocated to build first units of schools for approximately 1,500 children of military personnel assigned to the Air Force Academy at Colorado Springs, Colo.

FIVE regional meetings brought together 225 vocational educators from 43 States to study implications of technological change in modern industry to vocational education.

AMERICAN Education Week, with assistance from the Office, for the first time gave emphasis to adult education.

December

COMMISSIONER Derthick gave his first state-of-education report to the Nation, over the Westinghouse radio and television network.

School Laws of 1957

Major Enactments in 20 States

THIS report by the Laws and Legislation Branch of the Office of Education presents a brief description of school enactments by 20 of the 46 State legislatures in session during 1957. Only a few of the thousands of enactments—those considered to be of the broadest general interest—are reported; thus much important legislation of more local interest is excluded. Information from other States was not ready for publication in this issue.

ARIZONA

Increased State aid to junior colleges from \$100,000 to \$150,000 annually.

Authorized school districts to establish departments and employ teachers for deaf and blind students.

Increased disability retirement allowance and teacher retirement pension, the latter from 38 times the number of years of service to 50 times the number of years of service.

ARKANSAS

Enacted new foundation program based on a weighted ADA, making possible an increase in State aid from \$19,552,000 to \$32,300,000.

Established a minimum annual salary for teachers, based on professional training—\$2,700 minimum for bachelor's degree and \$3,000 for master's.

Raised sales tax from 2 percent to 3 percent and broadened personal income and severance taxes to provide \$14,300,000 more for elementary and secondary education and \$4,500,000 more for the University of Arkansas.

Increased State aid for transportation, textbooks, and other items.

Amended school attendance law to make attendance in racially integrated schools not compulsory.

Authorized teacher retirement credit for active duty in military service to a maximum of 5 years.

COLORADO

Changed basis of foundation program from aggregate days of attendance to classroom units.

Matters Receiving Most Attention in State School Enactments During 1957

FINANCIAL SUPPORT. *New foundation programs, higher minimums, more local tax power, more State aid.*

SALARIES. *Increases for teachers and superintendents; higher minimums, more State aid.*

SCHOOL CONSTRUCTION. *New State programs, higher bonding limits, State loan funds and more State aid.*

JUNIOR COLLEGES. *New or increased State aid, more local tax support, new construction authorized.*

HIGHER EDUCATION. *Scholarships, study commissions, bond issues for buildings.*

SPECIAL PROGRAMS. *More State aid, expanded programs for exceptional children and driver training.*

RETIREMENT. *Liberalized provisions, more benefits, systems integrated with Federal Social Security.*

Amended provisions for the organization of junior college districts.

Raised maximum bonded debt limit to 10 percent of assessed valuation for new districts, and provided for an additional 5 percent emergency increase.

Raised property tax levy limit for county and union high schools, from 8 to 10 mills.

Increased teachers' retirement benefits from \$75 to \$100 per month, and

established retirement procedures for professional employees of State institutions of higher learning.

DELAWARE

Raised beginning teachers' salaries by \$400; and raised the amount that a teacher's salary may be increased from State funds, from \$300 to \$900 annually in addition to increments.

Provided \$32 million to pay 60 percent of the cost of construction of 15 school buildings.

Established a teacher-training scholarship program for the University of Delaware. Provided for 20 scholarships for each of the next 2 years at Delaware State College at Dover. Provided for financial assistance to needy residents qualified to matriculate or continue courses of study in State institutions of higher learning.

Increased from 40 to 120 days the unused sick leave that school employees may accumulate.

FLORIDA

Increased by \$300 per unit the foundation program allocation for instructional salaries and allowed an additional \$300 for 10 or more years of continuous teaching in the State and for each instructional unit on continuing contract.

Appropriated \$23 million to provide counties, on a matching basis, with State aid for school building construction of \$200 per pupil in ADA in grades 1 to 12.

Made public junior colleges part of the local school system under the supervision of State Board of Education, and provided funds for their operation under the minimum foundation program.

Authorized establishment of 6 new junior colleges in addition to the 5 now operating, and appropriated \$8 million for construction at new and existing junior colleges.

Provided over \$5 million for nuclear research at State universities.

Increased minimum salary for county superintendents by \$1,200.

Increased educational appropriations for the biennium 1957-59 by more than \$115 million.

Appropriated \$600,000 for the establishment of an educational television commission to design, construct, and operate a television network and to supervise the operation of television in the State's 12 college communities.

Increased the minimum disability allowance; permitted retired teachers to be employed a maximum of 200 hours per school year in adult education or similar programs, and provided survivor benefits for members of the teachers' retirement system.

IDAHO

Amended minimum foundation program to provide an across-the-board increase of \$300 in the minimum salary apportionment schedule, and an increase of 20 cents per month in the allowance per pupil in ADA.

Extended 1955 enactment raising the school district bonding limits to 10 percent and 15 percent, depending on the district classification.

Authorized junior college trustees to levy up to 3 mills without an election.

Created public corporation for the construction of dormitories in each junior college district and authorized revenue bonds for such construction.

Expanded legislation relating to the education of mentally and physically handicapped children in the public schools, providing for employment of teachers, establishment of classroom units, and education outside the school district.

Provided for a State tax commission to establish by August 1958 the ratio of real valuation to assessed valuation in each county and to keep the ratio up-to-date thereafter.

Increased salary of the State superintendent of public instruction.

Provided for a Social Security referendum for State employees and authorized teachers to elect to come under the Federal Social Security program instead of Teachers' Retirement System.

ILLINOIS

Raised minimum teachers' salaries in 3 classes of the schedule.

Created school building commission with authority to acquire, construct, remodel, lease, or sell school building facilities to school districts.

Appropriated \$10 million for the commission's operations, and authorized school districts to levy a tax to pay rental for school buildings owned by the State.

Authorized school boards in cities of 500,000 or over to issue \$50 million in bonds, at not more than 6 percent interest, for school building purposes.

Authorized district tax levies for school building purposes, and provided for increases in Chicago school tax rates for building purposes.

Increased State aid for junior colleges from \$100 to \$200 per resident pupil, and provided for the establishment of, and a tax levy for, a junior college in certain districts.

Authorized 2 or more districts to join in the establishment, management, and maintenance of junior colleges.

Created Illinois Commission of Higher Education to study present and future needs of higher education in the State.

Provided for increasing the district tax levy to 1.25 percent in certain districts and 2 percent in others, and for the levy of a 1-percent tax without referendum by school boards maintaining grades 1 through 12.

Provided for a pupil transportation tax not to exceed 0.02 percent without referendum or 0.10 percent with referendum.

Reclassified and redefined types of handicapped children, and prescribed method for determining per capita costs of educating exceptional children, requiring school district to meet per capita expenses. Authorized 2 or more school districts to establish joint program for handicapped children.

Authorized school districts maintaining high schools to offer a driver-education course to residents between ages of 15 and 21 and provided \$30 in State aid for every person enrolled.

Authorized retired teachers to accept temporary employment up to 60 days in any school year without affecting their pension rights; and provided that time spent in substitute teaching may be allowed for credit toward longevity.

Increased tax levy for teachers' pension fund from \$9 million to \$9.5 million for 1958.

Provided for the establishment of a research department in the State department of education, to be staffed with full-time personnel, under the supervision of the superintendent of public instruction.

IOWA

Provided that, as a condition for receiving supplemental State aid, high school districts must assess a 15-mill levy (\$170 per high school student), and elementary districts a 10-mill levy (\$120 per elementary school student).

Increased State aid for junior colleges from 25¢ per student per day to \$1.

Facilitated school district reorganization by requiring that all areas of the State not in a high school district by 1962 shall be attached to the county board of education.

MAINE

Enacted a comprehensive minimum foundation program based on allotment per pupil in ADM, with State support ranging from 18 percent to 66 percent of the cost of the program depending upon the State valuation per resident pupil in the school administrative units.

Provided State aid for school construction in reorganized districts, granting the district the same percent of State subsidy on capital expenditures—including cash payments and interest and principal payments—that the district is entitled to receive for regular operational subsidy.

Increased minimum teachers' salaries by \$600 to \$300 per year in all classifications.

Enacted comprehensive plan of school district reorganization aimed at the organization of larger administrative districts, and established a school district commission to assist in developing efficient administrative

districts. Made supplemental State aid available for reorganized districts approved by the school district commission.

Increased the biennial appropriations for education more than \$10 million over the previous biennium.

Amended teachers' retirement law increasing pensions for teachers who have retired under the old pension plan.

MARYLAND

Authorized State department of education to study means of accelerating educational programs for superior students and the possibility of developing a program for the education of preschool handicapped children.

Approved county authorizations for bond issues of over \$46 million for school construction.

Authorized the creation of a State debt of over \$16 million for construction at State teachers colleges.

Authorized county commissioners to increase the supplementary payments to retired school teachers.

MINNESOTA

Amended foundation program to distribute State aid under a single formula.

Authorized school districts with over 1,000 children and an outstanding debt of 95 percent of the debt limit to issue bonds without regard to limit and to levy additional taxes. Appropriated \$2 million for a school construction loan fund administered by the State board of education.

Authorized State aid of \$200 per student in ADA in junior colleges maintained by school districts.

Provided for an interim commission to study the needs of higher education in the State.

Authorized State Teachers College Board to issue revenue bonds up to \$9.8 million for building dormitories.

Made the establishment of programs for educating handicapped children mandatory and changed State-aid formula.

Amended retirement laws to bring additional members under OASI pro-

visions of the Federal Social Security Act.

MONTANA

Amended foundation program to provide for increase of approximately 10.5 percent, and accordingly increased the state equalization fund nearly \$4 million for the biennium.

Increased salaries of county superintendents.

Provided for a constitutional amendment to be submitted in 1958 to permit each elementary and each high-school district to have separate bonding limitation of 5 percent of the total assessed valuation rather than a combined limitation of 5 percent as at present.

Created a commission to make comprehensive study of the State tax structure and educational system.

Extended power of counties to tax up to 20 mills for defraying current expenses and provided for a 1958 referendum for an additional 6-mill levy for 10 years to maintain and improve university units.

Provided for a referendum to permit the issuance of bonds up to \$10 million in excess of the constitutional indebtedness limit for construction at 6 university units, and for a property tax levy of $1\frac{1}{4}$ mills annually to pay principal and interest.

Authorized State superintendent of public instruction to appoint an elementary school supervisor.

Authorized 6-year high schools.

NEBRASKA

Recodified the teacher certification laws, reducing from 68 to 12 the number of teaching certificates issued and permitting the granting of certificates to teachers from other States provided they meet specified requirements.

Established the position of reserve teacher for retired teachers who have passed their 65th birthday and have taught not less than 25 years. Appropriated \$300,000 for payment of such teachers at the rate of \$30 per month.

NEW YORK

Raised the flat grant of State aid per pupil in ADA.

Raised the salary of district superintendents from \$7,200 to \$8,000.

Proposed a constitutional amendment authorizing a State debt of \$250 million for expanding higher education facilities.

Enacted new Regents scholarship program to include 5 percent of high school graduates during preceding year, basing scholarships on financial need, and including the study of nursing, engineering, science, medicine, and dentistry. (Will make possible over 6,000 scholarships with annual stipends ranging up to \$500 per student.)

Established 1,200 additional war service scholarships of \$350 each annually.

Authorized State income tax deduction of \$800 for each dependent over 18 who is in college.

Created a higher education assistance corporation with authority to make loans to college students up to \$1,000 per year from funds acquired through private sources.

Raised to \$1,800 the maximum annual amount a retired teacher may earn from sources other than substitute teaching of adult education and increased the total annual income limit to \$3,500.

PENNSYLVANIA

Proposed a constitutional amendment to increase the total borrowing capacity of school districts from 7 percent of assessed valuation to 15 percent, and to increase from 2 percent to 5 percent the indebtedness which may be incurred without voters' consent.

Increased the biennial appropriations for education by more than \$135 million over the preceding biennium.

Authorized State board for vocational education to formulate and adopt a Statewide plan for technical school attendance areas.

Authorized the Joint State Government Commission to conduct a thorough study of the problems of higher education.

Increased number of days of sick leave with pay from 5 to 10 per year and accumulated sick leave from 20 to 30 days.

Provided that sabbatical leave of one-half school term may be extended for another one-half year if employee

is unable to return because of illness, increased the maximum salary payment while on sabbatical leave to \$3,000 for a full school term, and extended these benefits to recipients of fellowships or grants.

TEXAS

Established a new minimum salary schedule based on a 9-month period, and appropriated \$64 million to finance the program.

Established 24-member education study committee to make comprehensive study of State educational needs and to make recommendations.

Redefined categories of exceptional children teacher units to provide additional services for exceptional children for whom regular school facilities are inadequate.

UTAH

Increased the basic program under the Uniform School Fund by approximately \$300 per distribution unit, and increased the amount by which the basic program may be exceeded through local taxes, from 16 percent to 25 percent of the basic program.

Continued State aid for school construction, and extended for 10 years the authorization for districts to levy up to 12 mills for school construction.

Created a coordinating board of higher education to make a comprehensive study of the needs of higher education.

Levied a 1-dollar tax on motor vehicles to be credited to the automobile driver education fund.

Amended State retirement law to permit members to receive the full amount of increased benefits under the Federal Social Security Act.

WEST VIRGINIA

Enacted an automobile driver training program and authorized the use of school funds therefor.

Provided for a study of the needs of higher education.

Created scholarship fund for teacher trainees and established 100 scholarships of \$500 each.

Authorized county boards of education to impose a \$10 head tax and a property transfer tax not to exceed \$2.25 for each \$500 consideration.

Established procedures for State and local cooperation to reevaluate property and equalize taxes.

Proposed a constitutional amendment to be submitted in 1958 providing for appointment of the State board of education by the governor and appointment of the State superintendent by the board.

Amended teacher retirement law to provide a maximum retirement allowance and to limit allowance for prior service to three-fifths of the average final salary.

WISCONSIN

Increased flat State aid payments and the guaranteed valuations per resident pupil.

Amended laws relating to the education of physically and mentally handicapped children, and raised the maximum State reimbursement for instruction of homebound handicapped children from \$100 to \$200 per pupil per year.

Required the coordinating committee for higher education to establish a State committee to provide scholarships on a Statewide basis for all university and State colleges.

Established scholarship program for Indian residents and for the deaf or hard of hearing.

Increased State aid for county teachers' colleges.

Established a commission to study the utilization of school buildings and proposals for creation of intermediate school districts.

Provided for combining Teachers' Retirement System and Federal Old Age and Survivors' Insurance.

WYOMING

Amended foundation law, allowing fractional units for kindergarten.

Established a \$1 million fund to aid emergency school construction.

Established 200 scholarships of \$250 each for high school graduates studying to be teachers.

Provided that election for school district annexation to junior college district may be called upon petition of 10 percent of qualified electors.

Established uniform system of pupil transportation cost accounting.

Raised prior service credit for retirement from \$1.50 to \$2.50 per year.

WORKING WITH THE ATOM

SO new is the industry that has grown out of splitting the atom, many youngsters weighing their talents and interests against possible careers may be unaware of the opportunities open to them in atomic energy.

Though only an infant, the atomic energy industry already employs more than 100,000 Americans. It will require more and more help as it expands. Because of its newness, the student's parents, teachers, and counselors may not be able to answer his questions about atomic energy as a field of employment. But they and the student himself are likely to find the answers to many questions in the new Office of Education publication, *Careers in Atomic Energy*, by Walter J. Greenleaf, formerly Office specialist in occupations.

To the question, "What can I do in atomic energy?", *Careers in Atomic Energy* answers, in effect—

The boy or girl with a scientific bent can readily find a place in the atomic energy program with the proper training. The range of scientific jobs is wide. The industry needs chemists, engineers, geologists, physicists, metallurgists, biologists, mathematicians, and meteorologists. For the scientist in atomic energy a college education and graduate work are mandatory.

But not only scientists are essential to the production of atomic energy. Like many another industry, it needs clerks and administrators; secretaries and service personnel; skilled and semi-skilled craftsmen. Office workers and service personnel need have no other training than that required for similar positions in other industries.

The 36-page booklet, *Careers in Atomic Energy*, costs 25 cents a copy, and may be obtained from the Superintendent of Documents, Government Printing Office, Washington 25, D. C.

EXCEPTIONAL YEARS

FOR EXCEPTIONAL

by ROMAINE P. MACKIE, *Chairman*



WITH the faces of Janus looking both back to 1957 and forward to 1958, each face sees an *exceptional year for exceptional children*. There is promise that the unprecedented advances made in 1957 toward solving some of the most crucial problems in special education will continue in 1958. Even though States and local school systems still have much to do before programs for exceptional children will reach all those who need them, the year 1957 saw major progress toward (1) extending school programs to serve more exceptional children, (2) acquiring more knowledge about exceptional children and the kind of instruction they need, (3) securing more and better qualified personnel to teach the pupils and to give leadership in State and local school systems and in colleges and universities preparing teachers of exceptional children.

Extension of programs

Activities in 1957 reached in several directions to meet the pressing need for extension of educational opportunity for exceptional children. The year was characterized by mounting school enrollments in special education, studies of the rural problem, multistate activities, and renewed efforts to coordinate the work of national organizations individually concerned with one of the various types of exceptional child. State education agencies, many of which had increased resources in funds and personnel, played a major leadership role in these developments.

Many new educational programs for exceptional children were launched in 1957, according to reports coming to the Office of Education from many parts of the Nation. The extent and direction of this growth cannot be determined until the results of the current statistical survey of special education for exceptional children becomes available. The sharpest gains were undoubtedly made in the urban areas, but there were also increases in the less populated areas, reflecting a growing interest in the unsolved problem of educating the rural handicapped child. Activities in a number of States illustrate such interest. Wyoming recently began a statewide study which will form the basis of an educational plan for handicapped children in the entire State, much of which is sparsely populated. Similarly, Idaho has appointed a committee to work with the State Board of Education to study the problem in that State. Research undertaken in 1957 in both Georgia and

Kansas is aimed at determining the best way to meet the educational needs of mentally retarded children in the less densely populated parts of those States.

Preliminary reports indicate that, of all the handicapped, the mentally retarded have made the largest gain in school enrollments. In general this development can be credited to an evolving social conscience, but it is not likely that such rapid advances would have been made without the organized support of parent and other lay groups at the local, State, and national levels, particularly as these groups have been encouraged by the National Association for Retarded Children.

Through multistate (or regional) efforts special education made advances in 1957. To illustrate, a study on special education is being conducted under the auspices of the Southern States Work Conference. This is a 3-year project, the first phase of which is a status study and the second the consideration of realistic plans for special education in the future. Another illustration is the Great Plains Conference held in Billings, Mont., in August 1957. In a sense, it was an international conference, composed of representatives from 4 States and 3 Canadian provinces. They chose to meet because they felt they could benefit by exchange of ideas on many problems common to their region.

A number of the specialized national agencies concerned individually with specific areas of the handicapped and gifted have recently renewed their efforts to work together for increased educational opportunities for exceptional children. In the fall of 1957 representatives from such organizations convened in New York City at a meeting sponsored by the International Council for Exceptional Children. Conferees explored the possibilities for cooperative consideration of major issues and problems affecting exceptional children and focused some attention on pertinent Federal legislation. They agreed to hold 4 meetings in 1958 through which they hope to further their cooperative efforts.

The spirit of these and other activities on behalf of exceptional children was reflected by the Congress in 1957. The spotlight which had been so sharply focused on the mentally retarded, began to turn also on children with speech and hearing impairment. Evidence of Congressional interest was seen in the spring of the year when the Ap-

CHILDREN

Journal of Exceptional Children and Youth

FOR THE EXCEPTIONAL CHILD 1957 was a bright year. The surge of interest and effort that brought richer educational opportunities within his reach, promises to carry over into 1958 and the years beyond.

appropriations Committee of the House of Representatives asked the Office of Education to report on its program for the mentally retarded and to make recommendations for a Federal program of educational services for children with impaired speech and hearing.

Research in education

It has been quite generally recognized that there is a dearth of scientific knowledge about the various aspects of education of exceptional children. This accounts, in part at least, for the fact that only about one-third of the estimated 4 or 5 million children needing some kind of special education are receiving such help from the schools.

The education of exceptional children, then, is a fertile field for educational research. Through the efforts of individual schools, clinics, and research centers in universities and large school systems, some information has been accumulating. However, the progress of valuable studies has often been hampered by lack of funds to carry forward the research.

The 1957 appropriation to the Office of Education for cooperative research* included \$675,000 earmarked for

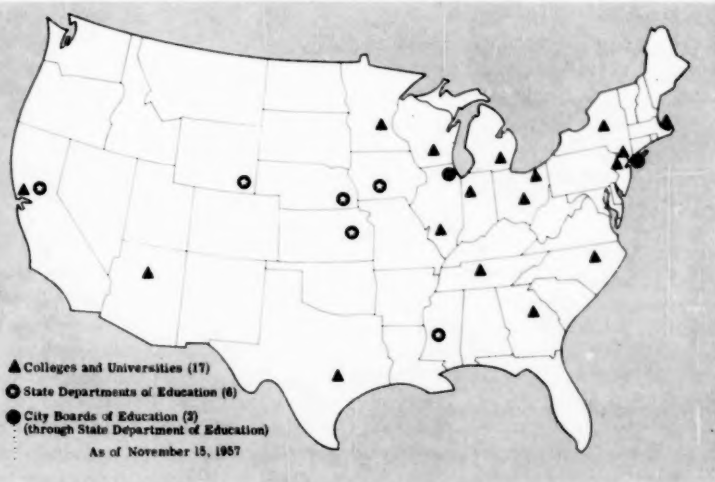
studies in the education of the mentally retarded. This provision for research was a real turning point in the quest for knowledge about education of the handicapped. Within one year's time—between October 15, 1956, and October 15, 1957—46 contracts for studies in the education of the mentally retarded were drawn between the Office of Education and a State education agency or a college or university.

The resources being used for these 46 studies are spread widely across the Nation. Seventeen colleges are conducting 33 of the projects and 3 State education agencies are conducting 3. As the map shows, they are concentrated in the densely populated Northeastern and in the Central and Midwestern States. But many are being conducted also in the Southeast, the Southwest, and the Far West.

Most of the 46 research designs call for samples of mentally retarded children. According to progress reports, 39 of the researchers are drawing all or part of their samples from public school systems, and 21 from residential schools. In addition, at least 12 studies report the cooperation of other community agencies as sources of children. Thus it

* Administered under the provisions of Public Law 531, 83d Congress, 2d Session.

**Colleges, Universities,
and State Departments
of Education Conducting
Research in Mental
Retardation Under the Office
of Education Cooperative
Research Program
(Public Law 531, 83d Congress)**



appears that hundreds of persons not on the research staffs are contributing to these investigations and thousands of children are involved.

While these projects cover a wide range of topics in the education of mentally retarded children, most can be roughly grouped around (1) definition and identification of mentally retarded children, (2) learning processes, (3) language and communication difficulties and certain physical limitations as they relate to mental retardation, (4) effects of different types of school organization, (5) teaching methods and procedures, and (6) effects of school programs on postschool adjustment; and other miscellaneous problems.

It has often been pointed out that there are too few longitudinal studies on the effect of educational programs for handicapped children. Among these 46 projects in mental retardation, several are longitudinal. One of these extends for as long as 5 years. Furthermore, among the short-term projects, some have been undertaken as the first phase in a larger design.

The year 1958 should see the completion of a number of the shorter studies and the findings made available for use in programs for retarded children. But even before results are available, many favorable byproducts can be observed. One example is the recent meeting called by the Research Division of the New York City Board of Education. It brought together some directors of projects supported by funds under the Office of Education's cooperative research program so that they could discuss the "instruments" being developed to test and evaluate mentally retarded children. Another byproduct is the current interest in mental retardation shown by research investigators who had not previously worked in this field. Furthermore, the stimulation of this cooperative research program has acted as a leavening agent and is putting new vitality into efforts to provide suitable educational programs for retarded children.

While a large proportion of the funds appropriated in 1957 under the provisions of Public Law 531 were earmarked for research in mental retardation, some funds were provided for study of educational problems in the fields of giftedness and delinquency as well as in general education. Each one of the projects is a story in itself and cannot be fully told until the reports of the investigators become available. In the meantime, information on the studies in mental retardation will soon be available in an Office of Education publication on cooperative research in the education of the mentally retarded. Among other matters, this publication will include an author's abstract for each of the 46 projects.

Well-qualified personnel

On the crucial issue of securing adequate numbers of qualified educators, some advances were made in 1957.

Since 1950 the Office of Education has prepared an annual directory of special education staffs in State departments of education. The 1957 edition of this list showed by far the greatest annual increase in such personnel. Since 1950 there has been an average yearly increase of about 5 percent. In 1957, there was a 22-percent increase. The area which commanded the largest increase of supervisory personnel was mental retardation. The next largest gain was for the crippled (or physically handicapped), and the third largest for the visually handicapped.

This rise in numbers of staff members at the State level suggests a similar increase of supervisory personnel in local school systems as well as more teachers to instruct the children. Trends cannot be definitely established, however, until the 1957-58 statistical survey of special schools and classes is completed. Even with these advances, *only a few States* have specialized staffs to serve all of the areas of exceptionality. Here again, if the State staffing pattern can be regarded as a clue to the current personnel situation in local school systems, there is still a wide gap between the numbers needed and those available. In planning for the expansion of programs, administrators find this shortage of qualified specialized personnel is still their greatest obstacle.

The personnel problem was also recognized by the action of some members of the 85th Congress. Several bills were introduced which would enable the Federal Government to assist in the development of educational personnel to work with exceptional children. These in general seemed to be aimed at providing traineeships for promising graduate students who would prepare to head programs for special teachers in colleges and universities, direct or supervise special education programs in State or local school systems, or direct research in these fields. Of the 11 bills introduced in the House of Representatives and the 2 in the Senate, 9 were concerned solely with mental retardation, and 3 included mental illness as well as mental retardation. One included the field of exceptional children as a whole. Of these bills, one, Senate bill 395, was passed by the Senate on August 20 and referred to the House of Representatives. If enacted, it would authorize the Commissioner of Education to make grants to institutions of higher learning and to State education agencies to assist them in preparing professional personnel to work in the field of mental retardation.

Summary

It is too soon to determine the trend these developments will take in 1958, but the forward-looking face of Janus is almost sure to see the momentum of some of these 1957 movements carried into the future. Mankind's social conscience dictates that each human being shall have opportunity for the best possible development of his powers; furthermore, mankind in general will profit by the increased happiness and usefulness of those members who are, or have been, exceptional children.

Local voters choose the man, but the States pass regulating laws

THE LOCAL SCHOOL BOARD MEMBER

By MORRILL M. HALL

LOCAL school boards are the agencies through which local control of the schools is maintained, but in a legal sense a local school board is a State agency. State law creates and defines its powers; and State law governs its membership.

What the State statutes prescribe for local school board membership, except for boards covered by special legislation, is the subject of a recent Office of Education study. It finds that these laws vary widely, both within and among the States. But it finds also many similarities—enough to permit a brief sketch here of what may well be called the typical school board member.

He serves on a board of 3 to 7 members.

The great majority of school boards in the United States have 3 to 9 members: Most of those in small districts have 3; in large districts, 5 or 7. Only a few have more than 9.

Eight States prescribe a uniform size for all boards, except where special legislation applies. The general statutes in all other States provide for boards of more than one size.

His term of office is 3, 4, or 6 years.

Most school board members hold office 3 to 6 years per term. This range takes in all the terms provided by 41 States for all districts covered by the general statutes and by 5 others for a majority of their districts.

Usually, districts select one or more board members every year, though 11

States make all regular changes every other year. Where selections are biennial, the term of office is 2, 4, or 6 years; where they are annual, 3- or 5-year terms are common.

Most commonly, less than half of the members are chosen at one time, but this is not true for some boards in 14 States and all those in 6 others.

He is nominated by petition and is elected by popular vote in a separate, nonpartisan election.

More than 95 percent of all school districts select their boards by popular vote: 33 States use this method exclusively except where special legislation applies; 9 others use it for most boards. In only 6 States are board members appointed, and 5 of these have special legislation providing for an elected board in one or more districts.

Where boards are elected by popular vote, candidates are nominated in various ways. The most common method is petition by qualified voters.

Nonpartisan election methods are prescribed for most boards chosen by popular vote. Most boards are chosen in elections held specifically for that purpose on nonpartisan ballots. Others are chosen in partisan elections but on separate nonpartisan ballots. In some States, however, either all or at least some boards are elected on a partisan basis.

He represents the district at large.

No matter how he is chosen, the board member should represent all the people in the school district: that is a generally accepted principle. Some States divide their districts into areas, such as wards or trustee zones, and require at least one board member to come from each area; or in some other way they limit the number of members from each part of a district.

Most school districts choose their board members from the district at large; that is, they may choose any qualified citizen living anywhere in the district.

In all districts where board members are elected from the district at large—and also in many districts that have some type of area representation—all voters are entitled to help elect all board members. In a few States, however, the voters may vote only for the candidates living in their own subdivision; thus, in a 5-zone district with a 5-member board, the voter can help elect only one of the members.

He is a qualified voter.

The most common qualification prescribed for board members is that they be qualified voters. However, all or at least some board members in nearly half the States must meet additional requirements; among them are specifications about age, length of residence in district or State, education, character, payment of property tax, and parenthood.

He receives no salary.

State laws on salaries for school board members vary. One State may prohibit pay entirely; another may specify a certain amount; a third may specify only a range or a maximum; a fourth may leave all decisions about salary to the districts. Most districts, however, pay no salary at all.

If he leaves the board before his term is up, the remaining members name someone to take his place.

When interim vacancies occur on elected boards, usually the remaining members appoint someone to complete the term. On appointed boards—though not on all—the original appointing agency fills the vacancies that occur.

Dr. Hall at the time of writing was assistant specialist for local school administration, Office of Education. He is the author of *Provisions Governing Membership on Local Boards of Education*, published by the Office last fall (Bul. 1957 No. 13, 66 pp., available from the Government Printing Office, Washington 25, D. C., for 30 cents).

Two Library Collections on Education

RESearchers and educators seeking information on the subject of education will find in Washington, D. C., a library and an educational materials laboratory whose collections may well answer their needs.

THE FIRST OF THESE is the Department of Health, Education, and Welfare Library with its educational collection of over 300,000 volumes. On its shelves are the "classics" of education together with books only yesterday off the press. Development of education in the United States receives special emphasis. Both historic and current collections have materials on all levels of education: Preschool, kindergarten, elementary, secondary, vocational, and higher.

Within the education library are several special collections: Yearbooks of educational associations; annual reports, directories, courses of study, and publications of State and city school systems; educational periodicals, old and new; all Office of Education publications; and many professional books on all phases of education.

Domestic college catalogs—not less than 80,000 of them—compose one of the special collections. Begun under the first Commissioner of Education, the collection reflects changes in American colleges in curriculum, admission and scholastic requirements, textbooks, and student life.

Some earlier catalogs have particular historic value. Bound into them are addresses given at special ceremonies by distinguished Americans. Some have illustrations of campus buildings, offering comparisons with modern sites. Among the collection's earliest catalogs is the first issued by the "Female Seminary," Mount Holyoke (1837).

The collection is as up to date as the last yearly issue of catalogs, for

the 1,800 colleges and universities listed in the Office of Education's *Education Directory* (Part 3) are requested each year to furnish current issues.

Another collection is the one of current curriculum material—teachers' guides or courses of study—for elementary and secondary schools. Curriculums from all 48 States (State, county, and city systems) and several Territories, in a wide range of subject matter, make this collection a source of information representative of current practices in the United States.

The arrangement of material in a special alcove is a timesaver for the researcher. In one place he may compare school systems in a particular grade and subject, or select sample courses to compare with those of his own system. Or, if he is constructing curriculum guides, he can study the practices of other school systems for suggestions and leads.

To keep the collection current, the Library, from time to time, writes to the various school systems, requesting latest teachers' guides.

Material on theory and practice includes matter on systems of education, teaching principles and methods in all subjects, school administration, finance, teacher training, certification, supply and demand, and liberal, technical, and professional education. The collection covers material in the special areas of interest of Office of Education specialists, such as adult education, guidance and personnel services, library science, education of exceptional children, radio, television and other subjects.

The Department's library, designed for reference and research, lends its material on an interlibrary basis only.

THE OTHER COLLECTION is in the Office of Education itself: the Educational Materials Laboratory. A

part of the Division of International Education, the Laboratory was originally designed to serve particularly the foreign educator. But it invites and welcomes the American teacher, student, or educational organization representative to its door.

The term "laboratory" is not an idle one. Here the Navy Department drafted the courses of study for its dependents' schools. Here educational groups may gather to discuss their problems with the Laboratory's staff and use its materials to help solve them. Here curriculum committees from school systems in nearby States have held meetings, and may do so again whenever they wish.

The Laboratory's outstanding collection is of textbooks in current use in American schools. At present, it has some 5,000 representative elementary and secondary textbooks, all on permanent loan from their publishers, through arrangements with the American Textbook Publishers Institute. Books are latest editions and cover all secondary and elementary school subjects.


The Laboratory is working toward the day when it will have a complete collection of all the teaching aids that accompany the textbooks.

The Laboratory also has a 1,000-volume collection of professional books in education published in the last 10 years.

A special attraction of the Laboratory is its material for use in the teaching of English as a foreign language. It offers, also, such reference materials on foreign lands as bibliographies and pamphlets, and from time to time issues references for teaching about other countries.

Texts and teaching aids prepared in the educational missions of the International Cooperation Administration in 40 or more countries, make up yet another Laboratory collection.

Although the Laboratory is first a reference and research collection, it will lend, to teachers for class or school exhibits, photographs of children at school around the world and examples of work by schoolchildren in other lands.



Research Findings

HERE *School Life* continues its reporting-in-brief on projects that have been completed under the Office of Education's Cooperative Research Program, now in its second year. By the first of December 1957 the Office had received and approved the final reports from five research teams. The first of these was in time for last month's *School Life*; the fifth must wait for next month's; the intermediate three are summarized here.

POSTSCHOOL ADJUSTMENT OF THE MENTALLY RETARDED

TO COMPARE the postschool adjustment of mentally retarded persons who have spent some time in a special class with the adjustment of those who have not, William R. Carriker, consultant in special education for the Nebraska State department of education, made a 9-month retrospective study of 2 groups of mentally retarded young adults. Each group consisted of 49 persons, all former pupils of the public schools of Lincoln or Omaha who had left school sometime between 1947-48 and 1951-52 at an age of at least 14 years. In one group were persons who had spent at least 1 school year (on the average, 4 years) in special classes; in the other, persons who had never been served by such classes. The groups were evenly matched on the basis of intelligence quotients determined by individual test while the persons were still in school.

As his data mounted, Dr. Carriker found that his groups had similarities of background other than those of IQ—similarities in the marital status of parents, the extent of parents' de-

pendence on welfare agencies, the occupational level of fathers, the rate of absenteeism from school, and the major reasons for absenteeism (illness, and neglect by parents).

In some ways, however, Dr. Carriker found, the special-class group on the average seemed to have begun their postschool lives with more disadvantages than the other group. Their fathers had a worse record of law violations; the subjects themselves had left school at a younger age (four-fifths of a year younger); they had spent $1\frac{1}{2}$ years less in school; and their grade level at the time of leaving had been a half grade lower.

Moreover, Dr. Carriker concluded, factors other than mental retardation had operated in the selection of the children for placement in the special classes. He found evidence that during their school years the special-class group had been more unstable emotionally than the other group, and more maladjusted; More of them had left school for reasons indicative of emotional instability; more than twice as many of them had been referred to juvenile court, and $1\frac{1}{2}$ times as many had been placed in institutions or homes for dependent children. These facts "appeared to substantiate both schools' policies of attempting to serve first, in their special classes, mentally handicapped youngsters who tend to be less adjusted when in school."

Despite early disadvantages, however, Dr. Carriker found, the special-class group made a record of postschool adjustment close to that of the other group. He reports that there was no statistically significant difference between the two groups in the number of their law violations, or in the mean weekly wages of the known

employed men. Four married men in each group were buying homes; and men in both groups seemed to be fairly comparable in providing housing for their wives and families. In terms of employment Dr. Carriker found each group to have fared about as well (not counting housewives, 52 percent of the special-class group and 49 percent of the other were employed full time); most of them in unskilled or semi-skilled occupations. Although the non-special class group had more members employed at higher occupational levels, members of the special-class group got a higher average rating from their employers. In neither group did the members belong to or participate in many community activities.

What the special-class subjects managed to achieve, Dr. Carriker believes, leads back to the attention they received in special classes: "That members of the experimental group have adjusted as well as they have . . . indicates that individual attention has been worthwhile especially since . . . they seemed to have been less adjusted during their school years."

In closing his report, Dr. Carriker notes that, at the time his subjects were in school, the teachers responsible for education of the mentally retarded had not been able to obtain in Nebraska colleges any courses designed for teaching such children. And he raises the question of "how much better adjusted these individuals [the special-class subjects] might have been . . . had they been served by teachers who had been better trained."

HOW CHILDREN PERCEIVE

HOW do children of different mental abilities "perceive" learning tasks? To know the answer would be to know much about how the learning process works and would have tremendous consequence for school practices everywhere.

Seeking the answer, Virgil E. Herriker and Theodore L. Harris, professors of education at the University of Wisconsin, have carried out a project in which they set a handwriting task for 30 children from the public schools of Madison, Wis., all about 9 years old but of different mental levels: 10 were normal, 10 superior, and 10 retarded.

The ways in which the children responded to the task indicate that mentally retarded children differ from normal and superior children in "perception of form and meaning." They find it difficult to match their product with other samples on a scale of handwriting. They find it difficult to judge which sample of several in their own handwriting is the best. As Drs. Herrick and Harris put it: "They do not appear to have a very clear picture of their own handwriting and of what they want their own handwriting to look like." Their emotional responses to learning situations also seem to differ: they seem more prone to "either anxiety or relative indifference regarding the task."

Since the project was set up to explore also the feasibility of making a more extensive study on perception, Drs. Herrick and Harris measure many of their results in terms of progress in techniques and direction; and they conclude that they have developed recording equipment and an experimental situation with great potential for dealing with the problem. Already they are being supported by the Cooperative Research Program in a second project, which builds on the results of the first and includes not only handwriting but reading, spelling, and arithmetic. It is concerned especially with improvements in the test situation and in the samplings of children, as well as in more detailed analysis of the kinds of perception that need study, especially perception of form and meaning.

FACTORS IN SOCIAL SUCCESS

TO EXAMINE the effects of a child's intelligence and social power on his interpersonal relations, Alvin Zander and Elmer Van Egmond, director and research assistant at the Research Center for Group Dynamics, University of Michigan, have studied data on 230 second-graders and 188 fifth-graders with different combinations of intelligence and social power: High-high, low-low, high-low, low-high (social power was defined as the ability to influence the behavior or beliefs of others). For each child they determined degree of social success on the basis of (1) how his teachers saw him, (2) how his peers saw him, and (3) how he behaved in a "standardized" social situation.

Among the conclusions the researchers made at the close of their study, there are several that should throw light on the problem of how to teach children to work together and be comfortable in group settings:

► Intelligence by itself is not an important determinant of social relations.

► Taking boys and girls together, highly intelligent children behave about the same whether they are high or low in power, but highly intelligent boys with high power clearly behave in a manner that might create strong stress in social relations.

► Less intelligent children behave differently according to the power they possess. Those with more power—boys especially—indicate sympathy,

understanding, and vigorous social interaction. Those with little power tend to be passive and withdrawn.

► Children identified by their peers as having the most social power are generally most successful in convincing others in a discussion group and are also described by teachers as most successful in influencing the regular activities of the classroom.

► The various combinations of social power and intelligence seem to have the same effects in second-grade children as in fifth-grade children.

► A child's power seems to be based more on attractiveness and expertness than on ability to threaten.

► Amount of social power is more of a determinant for a boy's social relations than for a girl's.

STATE SCHOOL SYSTEMS, 1955-56

Advance Information

A PRELIMINARY report by the Office of Education on the statistics of State School Systems for 1955-56, giving estimated totals for the Nation based on returns from 35 States and the District of Columbia, indicates that education in the United States is a giant enterprise. All along the line—in numbers of pupils, graduates, and teachers, in income and expenditures—the figures were higher than those reported for any earlier year by the Office.

When complete returns are in from all States, the Office will publish its final report on State school statistics

for 1955-56 as chapter 2 of the *Biennial Survey of Education*. Meanwhile, persons interested can refer to the preliminary report, Circular 508 (October 1957), prepared by Samuel Schloss and Carol Joy Hobson. Free copies are available from the Publications Inquiry Unit, Office of Education, Washington 25, District of Columbia.

In the table that follows, figures for 1955-56 are from Circular No. 508. Those for 1953-54 are from *Statistics of State School Systems: Organization, Staff, Pupils, and Finances 1953-54*.

Statistics of public elementary and secondary day schools, continental United States, 1953-54, and preliminary 1955-56

Item	1953-54	1955-56 (estimated)	Percent of increase
School-age children (5-17 years inclusive).....	34,500,000	37,300,000	8
Total enrollment.....	28,800,000	31,100,000	8
High-school graduates.....	1,129,000	1,256,000	11
Total instructional staff.....	1,098,000	1,217,000	11
Income:			
Revenue receipts.....	\$7,867,000,000	\$9,694,000,000	23
Nonrevenue receipts.....	1,824,000,000	2,362,000,000	30
Expenditures:			
Current.....	6,791,000,000	8,193,000,000	21
Capital outlay.....	2,055,000,000	2,581,000,000	26
Interest.....	154,000,000	209,000,000	36

Public School LIBRARIES

✧ ✧ ✧ Growth and Needs

By MARY HELEN MAHAR

Specialist for School and Children's Libraries

FOR the fourth time, public school libraries have a chapter of their own in the Office of Education's *Biennial Survey of Education*—a chapter in which they are presented as the subject of a statistical study for the school year 1953-54.* The chapter presents both evidence of growth in public-school libraries and areas in greatest need of development.

Service in elementary schools

Of special concern to educators are the statistics on library services in the elementary schools. Although modern methods of education require the services of school libraries and professional librarians in both elementary and secondary schools, of the 104,365 elementary schools included in the study, only 24,903, or 24 percent, were served by centralized elementary school libraries. The percent of elementary schools with centralized libraries showed an increase of 8 percent from 1941-42 to 1953-54. Nevertheless, 73,265 of the elementary schools studied in 1953-54 were without centralized libraries and received service from classroom collections or other types of library service. As many as 6,192 elementary schools were without library service of any kind.

*Chapter 6 of the *Biennial Survey of Education in the United States, 1952-54*, "Statistics of Public School Libraries, 1953-54," was prepared by Nora E. Beust, who until her retirement a few months ago was Office of Education specialist for school and children's libraries, and by Emery M. Foster, head of the Reports and Analysis Unit. Copies are available at 30 cents each from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Previous chapters in the *Biennial Survey* devoted to public school libraries were for the year 1934-35, 1941-42, and 1947-48.

Service in secondary schools

For high schools, the ratio of centralized libraries is high. Of the 16,785 schools studied, 15,924, or 95 percent, were served by centralized libraries. Of the rest, 480, or 3 percent, were served by classroom collections only; 171 had other types of library service; and 210 had no library service at all. Together, these schools employed 11,393 librarians, but some had as many as 3 or 4, while others may have had only a part-time librarian, possibly untrained.

Service in combined schools

An interesting side to school library development in recent years is seen in the increase of combined elementary-secondary schools, some of them 12-grade. Most of these schools have centralized libraries, which often serve all grades. Of the 7,681 combined schools included in the 1953-54 study, 6,043 had centralized libraries, 1,002 were served by classroom collections, and 459 had other types of service. The 1941-42 study included 4,068 of these schools, of which 3,310 had centralized libraries; 617, classroom collections; and 117 other types of library service. The increase of consolidated schools has been accompanied by a decrease in 1-room schools, many of which had no library service.

The combined schools studied in 1953-54 were served by 8,284 librarians. This is a large number for 7,681 schools, but some schools might have employed, as part-time librarians, several teachers with little or no library training.

Trained librarians

It is important that this study points up the need to strengthen programs for recruiting and training professional school librarians. The

numbers of trained and untrained librarians in 1952-53 show that the need for trained librarians is felt in all schools, but especially the elementary:

Schools	Professionally trained librarians	Librarians with little or no training
Elementary -----	3,416	7,660
Jr. and sr. high--	8,418	2,975
Combined elementary and secondary -----	4,137	4,147
Total -----	15,971	14,782

Thus, only 52 percent of the school librarians included in the study were professionally trained. The fact that only 3,416 professional school librarians were available for service to 104,365 elementary schools in 1953-54 is strong evidence of the necessity for special attention to elementary school library service.

Expenditures

Schools reporting library expenditures for 1953-54 spent \$25,222,207 on library materials (books, pamphlets, periodicals, newspapers, audiovisual materials, binding and rebinding) for an enrollment of 24,017,371 students, or \$1.05 per pupil. This is 74 cents more per pupil than was reported in the 1941-42 study, but changes in the purchasing power of the dollar between 1941 and 1953 made the gain less significant. An appropriation of \$1.05 per pupil is far below the minimum recommended in the 1945 American Library Association school library standards, currently under revision by the Standards Committee of the American Association of School Librarians, a division of ALA.

The study, and the report

To compile their data the authors of *Statistics of Public School Libraries, 1953-54* used a sampling technique. They collected data from 64 percent of all city systems and 50 percent of all county and rural systems and then enlarged them to represent all systems. The report includes a breakdown of data by regions, States, and cities.

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